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SIPDIS

SENSITIVE

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SUBJECT: 2003 TRAFFICKING IN PERSONS REPORT FOR MOZAMBIQUE

REF: STATE 007869

1. (SBU) OVERVIEW.

A- Mozambique is a country of origin for internationally trafficked women and children. Trafficking is also believed to occur within the country. There are no reliable numbers available on the extent of the problem. Poverty, a history of child migration, cultural/religious practices, and weak border controls are all factors contributing to trafficking. Local NGOs and international organizations such as IOM, Terre des Hommes, and UNICEF are the principal sources of information on trafficking. Children, both boys and girls, and women are the principal victims of trafficking. During 2003, there was increased attention in the local press and among government officials to the problem of trafficking in persons in Mozambique. Several reports, including a May 2003 study by the International Organization on Migration (IOM) on trafficking in women and children for sexual exploitation in Southern Africa and a South African Broadcasting Corporation (SABC) program "Special Assignment" provided important documentary evidence of specific cases of trafficking in Mozambique. Allegations of trafficking appeared regularly in the Mozambican press. In early 2004, the Attorney General's office undertook an investigation in northern Mozambique (Nampula) over allegations of trafficking in human body parts and child disappearances. A preliminary report released in February found no evidence of organ trafficking. During his New Year's address, President Chissano referred to reports of alleged cases of trafficking in children.

B- Research by both IOM and Terre des Hommes indicate that South Africa is the principal receiving country for trafficked persons from Mozambique. Victims come from all regions of the country and internal migration is common.

C- Until recently, allegations of trafficking were most pronounced in the southern region of Mozambique. However, during 2003, there were allegations of trafficking in the central province of Manica and the northern province of Nampula. The case under investigation by the Attorney General's office in Nampula focused on allegations against a foreign couple by a locally-resident Brazilian nun. The initial allegations may have been motivated by a dispute over land; no evidence has been found to substantiate the allegations against the foreign couple.

D- Several studies, including the report prepared in May 2003 by IOM, and various studies by NGOs were conducted during the year. These studies have provided important documentary and anecdotal evidence of trafficking activities. According to the IOM study, approximately 1,000 Mozambican women and children are trafficked to South Africa every year. To date, there has not been a broad survey of trafficking and official statistics on trafficking do not exist. Mozambican NGOs working on trafficking in persons are planning a meeting for early 2004 to coordinate efforts on this issue.

E- Not applicable.

F- Populations targeted include children from the northern and central part of Mozambique and women and girls from the southern part of the country. Victims may work as both sex workers and non-sex workers. Victims are often promised better jobs in South Africa. Once there, they are threatened with their legal status and forced to work for little or no pay. Local NGOs have also reported that children have been targeted for the sale of their organs for use in religious or traditional practices. According to the IOM report, Mozambican women are also sold to brothels in South Africa or as concubines or "wives" to mine workers. Recruitment may be either passive or aggressive and victims may know their traffickers.

G- Political will appears to exist and trafficking is acknowledged as a problem at the highest levels of the government. As noted above, President Chissano has expressed his concern over reports of alleged cases of trafficking in children. Another important indication of the government's acknowledgment of the problem was the Attorney General's investigation into allegations of trafficking in Nampula earlier this year. The government has continued to participate in the multi-sectoral Campaign against Trafficking in Children. In September, the government in conjunction with several NGOs launched a program to enhance children protection laws, including the development of legislation covering trafficking in children.

H- There is no evidence that government authorities actively facilitate or condone trafficking. However, corruption is a problem among police and customs officials and NGOs believe that customs officials are likely to be bribed by

traffickers. No government officials have been accused, investigated, etc. of trafficking.

I - Limited financial and technical resources and weak institutions, including the police and judiciary, are constraints to the government's ability to address trafficking. Corruption among police and immigration officials is a problem due to underfunding and lack of professionalism. In addition, there is limited research and statistical information on trafficking. Mozambique is heavily dependent on the international donor community for budget support and does not have its own funds to combat trafficking.

J- There are no publicly released assessments by the government of anti-trafficking efforts. However, the GRM is part of SARPCO, a forum for cooperation between police forces in the region. Trafficking in persons is addressed regionally through this forum. NGOs actively monitor and report on government efforts.

K - Prostitution is illegal in Mozambique. However, activities of prostitutes, brothel owners, clients, and pimps are not criminalized. There are reports that police harass and abuse prostitutes, principally to extort money.

L - Not applicable.

12. (SBU) PREVENTION.

A- The government acknowledges that trafficking is a problem. See above (parts A and C).

B- Principal ministries/agencies involved in anti-trafficking efforts are the Ministry of the Interior, Ministry of Justice, Ministry of Women and Social Action Coordination and the Attorney General's Office. All participate in the Campaign against Trafficking in Children.

C- The Campaign against Trafficking in Children consists of NGOs, international organizations, and government representatives. Since the kickoff in 2001, it has conducted activities such as public awareness, training of journalists, workshops for children, and training of police officers. The press actively reports on trafficking issues, both in general and related to trafficking in organs. The government has actively responded to allegations in the press through investigations and public statements. One recent example was the investigation by the Attorney General's office in Nampula.

D- The government has a number of programs aimed at supporting the position of women and children in Mozambican society that are coordinated through the Ministry of Women and Social Action Coordination, though these programs generally do not focus on anti-trafficking. Programs implemented through the Campaign are often focused on vulnerable groups such as women and children.

E - The government's ability to support prevention programs is limited due to a lack of financial and technical resources.

F - Coordination and information sharing among government, NGOs and international organizations could be improved. A representative from the local NGO FECIV is currently seconded to the Ministry of the Interior to work on trafficking issues.

G- Border controls remain weak and inadequate. There is no formal monitoring of borders for evidence of trafficking and illegal migration from Mozambique to South Africa has historically been a problem.

H- There is a mechanism for coordination and communications between various government agencies on drug trafficking. The government does not have a formal task force on trafficking in persons, though there is an ad hoc inter-ministerial committee.

I- The government works with INTERPOL on criminal matters, though there have been no specific cases on trafficking from Mozambique addressed through this mechanism to date.

J - The government does not have a national plan of action on trafficking, though inter-ministerial groups do exist and they are involved in the Campaign against Trafficking in Children.

K- Several ministries are involved in anti-trafficking programs, including the Ministry of Interior, Ministry of Justice, and the Ministry of Women and Social Action Coordination.

13. (SBU) INVESTIGATIONS/PROSECUTION OF TRAFFICKERS.

A- Specific anti-trafficking legislation does not currently exist. The Ministry of Justice, in conjunction with the Ministry of Women and Social Action Coordination and civil society are in the process of developing new legislation on child protection, including anti-trafficking legislation for children. Depending on the case, traffickers can be prosecuted using laws on sexual assault, rape, abduction, and child abuse.

B- Not applicable.

C- Penalties for rape or sexual assault range from 8-12 years.

D- The government has not prosecuted any cases against traffickers due to the lack of a trafficking law. As noted above, traffickers can be prosecuted under other laws. In 2003, two individuals were detained in Manica province following evidence of trafficking for the purported sale of human organs. These individuals were charged with mutilation of a minor and are currently awaiting trial.

E - NGOs and anecdotal evidence suggest that traffickers represent diverse groups ranging from child trafficking syndicates to individuals who may also be involved in migrant smuggling. Traffickers include Chinese, Russian, Mozambican and South African citizens. It is reported that employment agencies are fronting for traffickers in the south of the country.

F - The government is increasingly investigating cases of trafficking. Recently, the Attorney General's office investigated a case of alleged trafficking in organs and child disappearances in Nampula. As noted above, this case initially targeted a foreign couple; no evidence was found that linked the couple to trafficking activities. The government has had difficulty investigating trafficking cases due to lack of knowledge about trafficking, as well as a lack of investigative capacity, including trained police officers and adequate investigatory equipment.

G - Training for police officers has been conducted by NGOs. Pilot police stations have been established in 3 provincial capitals with special officers who have been trained on dealing with victims of trafficking.

H - The Government cooperates through SARPCO on various types of crime, but details on specific investigations are unavailable.

I - The government can extradite persons who are charged with trafficking in other countries. No extradition requests related to trafficking have been requested to date. The law does not specifically refer to the extradition of its own nationals.

K - There has been no evidence of government officials being involved in trafficking.

L - The government ratified ILO Conventions 182 and 29 in July 2003. Mozambique has not signed nor ratified the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography, nor the Protocol to Prevent, Suppress, and Punish Trafficking in Persons.

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14. (SBU) PROTECTION/ASSISTANCE TO VICTIMS:

A - The Ministry of Women and Social Action Coordination staffs hospitals in all provinces to deal with victims of trafficking. Personnel provide short-term assistance to the victims, but many in the provinces do not have adequate funding to provide more long-term assistance, such as housing. 3 pilot police stations in Pemba, Nampula, and Lichinga recently were established to train police to deal specifically with child victims of trafficking. There are no statistics on victims served at such facilities.

B - The government does not provide funding to NGOs. Most NGOs received funding from international donors.

C - There is no such process in Mozambique yet.

D - There has been no evidence that victims of trafficking in Mozambique have been mistreated by authorities.

E - Victims may file civil suits and seek legal action against traffickers. However, victims generally lack adequate funds and/or are intimidated about taking legal action.

F - Government is limited in its ability to provide protection to victims and witnesses in any criminal case.

G - Most training for police officers has come from NGOs, not the government. Personnel working for the Ministry of Women and Social Action Coordination have limited training on dealing with victims of trafficking. The government does not provide training to its embassies/consulates on trafficking.

H - The government, through the Ministry of Women and Social Action Coordination, provides short-term support for trafficking victims, but is unable to provide much due to lack of funding. As noted above, several police stations have developed special units to deal with child victims of trafficking. Severely limited resources is the principal constraint in providing expanded assistance.

I - The Campaign against Trafficking in Children is in the process of establishing a victim assistance center at the border post of Ressano Garcia for repatriated child victims of trafficking.

15. (U) Post point of contact for G/TIP is Elizabeth Jaffee, Economic/Political Officer.

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16. (U) Econ/Poloff spent approximately 14 hours preparing this report.

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